

Message Text

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TREASURY:MBACH (INF0)

DEA:DMILLER/JCUSACK

OMB:EJOHNSON (SUBS)

EUR;WSTABLER NSC:HHORAN(DRAFT)

S/NM:SBVANCE S/S:0 R. ELTZ

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FM SECSTATE WASHDC

TO USMISSION GENEVA PRIORITY

AMEMBASSY ANKARA PRIORITY

INFO USMISSION USUN NEW YORK

C O N F I D E N T I A L STATE 152051

E.O. 11652: GDS

TAGS: SNAR

SUBJECT: NARCOTICS: LIFTING OF TURKISH OPIUM PRODUCTION

BAN

1. WE ARE CONTINUING ON URGENT BASIS STUDY ON APPROPRIATE
OVERALL UNITED STATES GOVERNMENT REACTION TO THE
TURKISH RESCISSION OF THE OPIUM BAN AND WILL COMMUNICATE
GUIDANCE IN THIS REGARD AS SOON AS POSSIBLE.

2. WE BELIEVE, HOWEVER, THAT IN THE ABSENCE OF ANY
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INDICATIONS OF TURKISH REVERSAL WE MUST PROCEED WITH

CERTAIN ACTION STEPS BASED ON THE ASSUMPTION THAT THE LIFTING OF THE BAN IS IRREVERSIBLE. THE PRIME CONSIDERATION IN THIS REGARD IS TO ATTEMPT TO ASSURE THAT THERE IS NO INCREASE IN HEROIN COMING INTO THE UNITED STATES AS A RESULT OF THE RESUMPTION OF TURKISH OPIUM PRODUCTION. ACCORDINGLY, WE HAVE A COMPELLING INTEREST THAT TURKEY ADOPT AND IMPLEMENT EFFECTIVE CONTROL MEASURES.

3. TURKEY IS BOUND BY THE PROVISIONS OF THE SINGLE CONVENTION ON NARCOTIC DRUGS 1961 TO ASSURE THAT ANY OPIUM PRODUCTION IN ITS TERRITORY IS CARRIED OUT UNDER AN EFFECTIVE CONTROL SYSTEM. THE TURKISH PRIME MINISTER HAS PUBLICLY RECOGNIZED THE GOT'S OBLIGATION IN THIS REGARD. ALSO, HE HAS STATED HE DESIRES THAT THE PRE-EXISTING CONTROL SYSTEM BE CHANGED SO AS TO BE MADE

AS FOOLPROOF AS POSSIBLE, AND HAS INDICATED HE WOULD ASK THE TURKISH PARLIAMENT TO AMEND EXISTING LEGISLATION AS NECESSARY. FURTHER, WE UNDERSTAND THAT THE GOVERNMENT OF TURKEY HAS ASKED THE DIVISION OF NARCOTIC DRUGS IN GENEVA FOR ADVICE IN CONTROLS IMPROVEMENT.

4. ACCORDING TO GENEVA REPORTING, THE DIVISION OF NARCOTIC DRUGS PLANS TO SEND MR. MANBY TO TURKEY NEXT MONTH TO CONSULT WITH AND ASSIST THE TURKISH AUTHORITIES, AND THAT MR. MANBY WISHES TO CONSULT WITH AN AMERICAN CONTROL SPECIALIST IN THIS CONNECTION. WE WILL RESPOND ON THAT IN SEPTEL.

5. AS THEY HAVE BEEN ANNOUNCED, TURKISH PLANS FOR THE RESUMPTION OF OPIUM PRODUCTION WILL PRESENT AN HORRENDOUS CONTROL PROBLEM. PLANS INVOLVE PRODUCTION IN SEVEN DIFFERENT PROVINCES BY A TOTAL OF OVER 80,000 FARMERS. SUCH WIDELY DISPERSED PRODUCTION MEANS VIRTUALLY IMPOSSIBLE EFFECTIVENESS OF CONTROLS AND THE CERTAINTY OF SUBSTANTIAL LEAKAGE. WE UNDERSTAND THAT THE INTERNATIONAL NARCOTICS CONTROL BOARD TAKES THE SAME VIEW.

6. WE SEE THE ONLY HOPE OF PREVENTING INCREASED HEROIN FLOW TO THE UNITED STATES FROM THIS DEVELOPMENT TO BE IN (A) THE INSTITUTION OF A DRASTICALLY IMPROVED TURKISH CONFIDENTIAL

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CONTROLS ENFORCEMENT MECHANISM AND (B) SUBSTANTIAL RESTRICTIONS ON AREAS AND/OR POPPY TYPES OF PRODUCTION.

7. FOR BOTH POLITICAL AND PRACTICAL REASONS, ANY NEW CONTROL MECHANISM MUST BE A TURKISH MECHANISM WHATEVER THE NATURE AND EXTENT OF US AND INTERNATIONAL ASSISTANCE TO IT.

8. WE BELIEVE THAT EFFORTS THROUGH THE INTERNATIONAL NARCOTICS ORGANIZATIONS IN GENEVA WILL PROVIDE APPROPRIATE AND FEASIBLE APPROACHES WHICH CAN SERVE OUR INTERESTS IN THIS REGARD. WE SHOULD URGE THE UN SYSTEM TO RESPOND TO THE TURKISH REQUEST MUCH MORE RAPIDLY AND AT A HIGHER LEVEL THAN NOW CONTEMPLATED WITH RESPECT TO MANBY VISIT.

9. OUR CURRENT THINKING ENVISAGES THE ESTABLISHMENT OF A JOINT GOT-UN-INCB GROUP WHICH WOULD BE CONCERNED WITH CONTROL ASPECTS AT ALL STEPS OF PRODUCTION. SUCH A JOINT GROUP SHOULD REMAIN IN EXISTENCE IN TURKEY UNTIL SUCH TIME AS THE INTERNATIONAL NARCOTICS CONTROL BOARD FORMALLY RECOGNIZES THE ADEQUACY OF TURKISH CONTROLS. (FYI: STRONGLY SUPPORTED LEGISLATIVE INITIATIVES HERE CALL FOR THE SUSPENSION ON JANUARY 1, 1975, OF ALL UNITED STATES FOREIGN ASSISTANCE TO TURKEY IN THE

ABSENCE OF A DETERMINATION THAT AN ADEQUATE CONTROL SYSTEM IS IN EFFECT IN TURKEY. END FYI.)

10. A DESIRABLE PROCEDURE WOULD BE FOR THE GOT TO REQUEST INCB TO SEND A MISSION TO TURKEY TO ASSIST IN THE DEVELOPMENT OF A MEANINGFUL CONTROL SYSTEM, TO RECOMMEND A LEGAL FRAMEWORK AND TO ASSESS THE NATURE AND EXTENT OF THE ASSISTANCE REQUIRED. THE INCB MISSION COULD RECOMMEND THE ESTABLISHMENT OF A JOINT PROJECT INVOLVING THE GOT AND THE UN FOR EFFECTUATING CONTROL PROCEDURES ESTABLISHED BY THE GOT AND APPROVED BY THE INCB. THE UN WOULD THEN RECRUIT A TEAM TO FUNCTION WITH RESPECT TO OBSERVING OPIUM DIVERSION MUCH AS THE SECURITY COUNCIL'S TRUCE OBSERVATION TEAMS ACT WITH RESPECT TO TRUCE VIOLATIONS. US EXPERTISE SHOULD BE AVAILABLE THROUGH, OR AS A PART OF, CONFIDENTIAL

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THE UN TEAM. THE INCB THEREAFTER WOULD CLOSELY MONITOR THE EFFECTUATION OF TURKISH CONTROL PROCEDURES AND REMAIN VIGILANT TO ANY POSSIBLE DIVERSION OF OPIUM TO ILLICIT CHANNELS. (INVOLVEMENT OF INTERNATIONAL ORGANIZATIONS IN THIS MANNER MUST NOT, HOWEVER, BE TAKEN TO IMPLY THAT THEY ARE RELIEVING TURKEY OF ITS OBLIGATIONS UNDER THE INTERNATIONAL DRUG CONTROL CONVENTIONS, WHICH ASSIGN FULL RESPONSIBILITY FOR COMPLIANCE TO THE GOVERNMENT OF THE COUNTRY WHERE OPIUM IS GROWN.)

11. WE SEE A RANGE OF ALTERNATE PRODUCTION POSSIBILITIES HAVING VARYING DEGREES OF PROMISE IN RESPECT TO THE CONTROL ASPECT. THESE INCLUDE, IN ORDER OF PREFERENCE, (A) SUBSTITUTION OF THE BRACTEATUM POPPY FOR THE OPIUM POPPY ON A PERMANENT BASIS; (B) GROWING THE BRACTEATUM

POPPY AND, UNTIL IT IS PRODUCTIVE (3-4 YEARS),
CONCURRENTLY CULTIVATING THE OPIUM POPPY FOR GUM OPIUM,
BUT ON A VERY RESTRICTED AREA BASIS INVOLVING INTENSE
AGGREGATION OF POPPY PLOTS; AND (C) CULTIVATION OF
OPIUM POPPY, LIKEWISE ON A RESTRICTED AREA BASIS, BUT
USING THE "POPPY STRAW" SYSTEM.

12. OTHER POSSIBLE ALTERNATIVES SHOULD, OF COURSE, BE
CONSIDERED. AND, TOGETHER WITH THE RESTRICTIONS OF AN
AGRICULTURAL TYPE, AN ENTIRE NEW LEGAL/SURVEILLANCE/
ENFORCEMENT REGIME MUST BE WORKED UP. A WASHINGTON
AGENCY STUDY GROUP ON CONTROLS, OPERATING UNDER THE
WORKING GROUP OF THE CABINET COMMITTEE ON INTERNATIONAL
NARCOTICS CONTROL, WILL IDENTIFY AND ELABORATE ADDITIONAL
CONTROL ELEMENTS TO BE SUGGESTED TO THE UN AGENCIES WHICH
WILL WORK WITH TURKEY.

13. ACTION REQUESTED:

FOR GENEVA: IN YOUR CONTINUING CLOSE CONSULTATION WITH
THE INTERNATIONAL NARCOTICS ORGANIZATIONS, STRESS THE
URGENCY USG ATTACHES TO THEIR PROMPT AND HIGH-LEVEL
RESPONSE TO THE TURKISH REQUEST FOR TECHNICAL ASSISTANCE.

FOR ANKARA: UPON HIS RETURN, AMBASSADOR SHOULD ASSURE
THAT APPROPRIATE TURKISH OFFICIALS ARE WELL AWARE OF
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TURKEY'S OBLIGATIONS UNDER THE SINGLE CONVENTION ON
NARCOTIC DRUGS AND ENCOURAGE THEM TO BE FULLY RECEPTIVE
TO SUGGESTIONS FROM THE INTERNATIONAL NARCOTICS CONTROL
AWAIT AMBASSADOR'S RETURN BEFORE APPROACHES TO GOT ARE
MADE. KISSINGER

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